

**BEFORE THE PUBLIC UTILITIES COMMISSION
OF THE STATE OF CALIFORNIA**



FILED

08-15-07
04:59 PM

Order Instituting Rulemaking to Implement the
Commission's Procurement Incentive Framework and to
Examine the Integration of Greenhouse Gas Emissions
Standards into Procurement Policies.

Rulemaking 06-04-009
(Filed April 13, 2006)

**REPLY COMMENTS OF SAN DIEGO GAS & ELECTRIC COMPANY
(U 902 E) AND SOUTHERN CALIFORNIA GAS COMPANY
(U 904 G) ON ADMINISTRATIVE LAW JUDGE'S RULING
REQUESTING COMMENTS AND LEGAL BRIEFS ON
MARKET ADVISORY COMMITTEE REPORT**

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August 15, 2007

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**I.
INTRODUCTION**

In accordance with the Rules of Practice and Procedure of the California Public Utilities Commission (the "Commission"), San Diego Gas & Electric ("SDG&E") and Southern California Gas Company ("SoCalGas") respectfully submit the following reply comments concerning the *Administrative Law Judges' Ruling Requesting Comments and Legal Briefs on the Market Advisory Committee's Report And Notice Of En Banc Hearing* (the "ALJ Ruling"), dated July 19, 2007; and hereby further files the following comments in response to the *ALJ Ruling Request That Parties Address An Additional Legal Issue In Their Reply Briefs, Due August 15, 2007*, dated August 8, 2007.

As discussed more fully below, SDG&E and SoCalGas indicated in opening comments that the legal issues were threshold issues. A number of other parties agreed including NRDC (NRDC, p. 2) and CAC/EPUC (CAC/EPUC, p. 2-3).^{1/} As a result, SDG&E and SoCalGas will once again provide comprehensive outlook in these reply

comments on the legal issues raised in the ALJ's additional question. With regard to policy and technical issues, SDG&E and SoCalGas offer general reply comments.

II. GENERAL REPLY COMMENTS

As SDG&E and SoCalGas articulated in their opening comments, there are many characteristics of a potential cap-and-trade program under AB 32 besides the point of regulation that are equally or more important than the point of regulation. As noted by several parties, the allocation issue is one of those other important attributes. This attribute received disproportionate attention in the opening comments, and so SDG&E and SoCalGas address the allocation issue below.

With regard to the other observations SDG&E and SoCalGas made in their opening comments (reiterated below), it appears that they provide the crux of the differences in parties views on the first-seller approach.

- A first-seller approach appears to allow for more accurate accounting and attribution of GHG emissions if GHG emission tracking mechanisms are not vastly improved. Imports would be of the same quality under both the first-seller and load-based approaches, but market purchases from California sources would be more accurately tracked at the point of reporting with current tracking systems.

Most parties including both PG&E and SCE find the first-seller approach is superior to a load-based cap based on current GHG emissions tracking systems, while LADWP finds it is inferior to a load-based system with an accurate tracking system that

^{1/} Both of those parties introduce a new option: a load-based cap for imports.

builds on the WREGIS system (LADWP, p. 14). A fair comparison between first-seller and load-based should assume the same type tracking system, but that still raises the question of what should be assumed for the level of accuracy of the tracking system for analysis purposes. The better the GHG emissions tracking system, the less advantage the first-seller approach has over a load-based cap approach.

- A first-seller approach appears to explicitly internalize GHG compliance costs in electric prices and would impact dispatch of electric supply resources. Instead of implicitly incorporating GHG compliance costs in LSE purchase decisions (and potentially having the CAISO alter its dispatch rules to implicitly incorporate GHG attributes), the AB 32 compliance costs are explicit in energy prices.

All parties discussed this distinction, but split on whether internalization of the GHG compliance costs was a good thing or not. Parties advocating the first-seller approach indicated that internalizing the GHG cost in the price will lead to an efficient result and will make the MRTU energy market more robust by reducing the amount of bilateral contracts. Other parties such as PacifiCorp thought the exact opposite was true, and could discourage out-of-state sellers from participating in California markets, reducing liquidity (PacifiCorp, p. 8). LADWP expresses concern that power marketers will not know the GHG content of power at the time of the transaction and that will reduce the willingness of power marketers to participate in the California markets (LADWP, p. 22).

Parties including PG&E and SCE correctly point out that prices will provide incentives for undertaking actions such as maximizing energy efficiency and pursuing renewables, while SCPPA and LADWP does not see the connection between prices and retail provider actions, feeling LSE efforts to reduce GHG emissions will diminish

(SCPPA, p. 4, LADWP, p. 26-28).^{2/} SCPPA refers to “policy levers” available under a load-based cap that are diminished with the first-seller approach (SCPPA, pp.4, 23). Similarly, LADWP believes the first-seller approach will diminish retail provider commitment to energy efficiency, renewables and solar rebate programs (LADWP, p. 4, 26-28). But if the prices in the first-seller approach encourage LSEs to undertake such actions, it is unclear why the policy levers or commitments are reduced. The CPUC would be likely to continue authorizing spending by LSEs on these programs as cost saving measures. Higher prices for high emitting resources will provide incentive to move away from those resources and toward increased energy efficiency and renewables.

- A first-seller approach appears to provide for a smoother transition to any of the currently proposed federal proposals which are largely source based in their regulatory structure.

All parties thought that the first-seller approach would transition more easily to a regional and national source-based program. SCE cited the real world example of Great Britain on the difficulties in transitioning from a load-based cap system to a source-based program; a problem that would not occur with the first-seller approach. SDG&E and SoCalGas agree with the Green Power Institute’s belief that “planning for AB 32 compliance should be based not only on anticipating, but on actively promoting a cooperative regional approach to all aspects of the program” (GPI, p. 2).

Allocation Discussion

With billions of dollars at stake, it is not surprising that the allocation issue generated extensive comments. There are probably many permissible permutations of allocation and auction under both the first-seller and load-based approaches, at least as

^{2/} The term “LSE” is used interchangeably with “retail provider” in these comments.

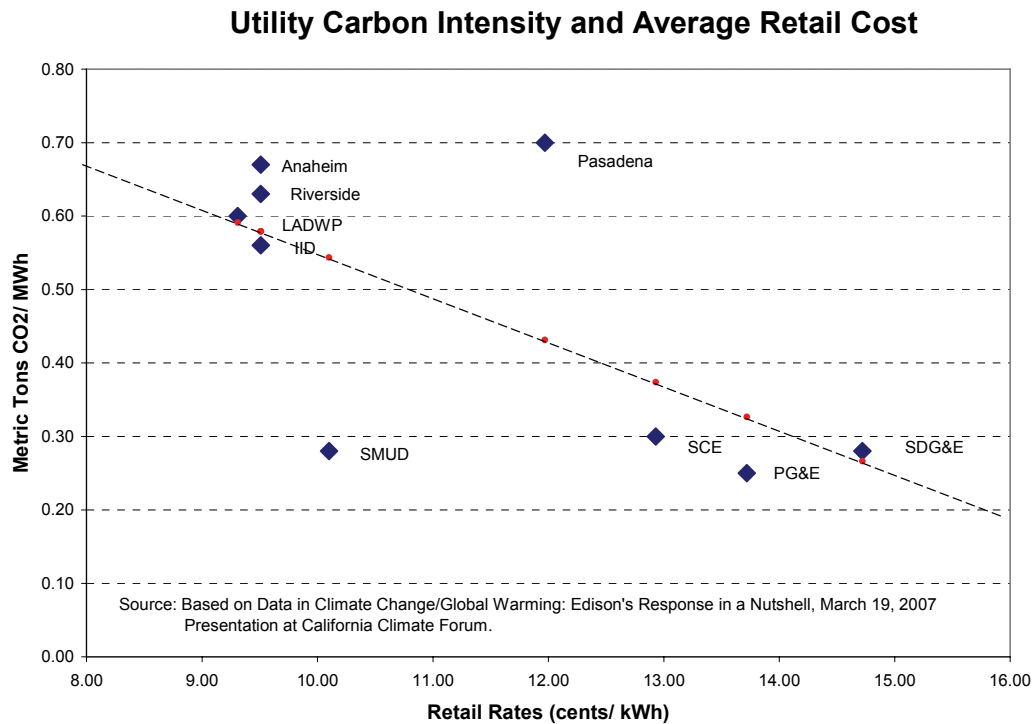
many as described by CAC/EPUC. SDG&E and SoCalGas believe LSEs that receive an allocation of allowances would conduct an auction under a first-seller approach in a non-discriminatory manner. Like all other retail providers, however, SDG&E and SoCalGas are concerned about a straight auction of allowances. The difference is that if utilities receive an allocation, the auction revenues they receive would go to off-set the incremental costs their customers would otherwise face as part of AB32 implementation or otherwise be utilized to promote reduced GHG emissions within utility operations. An auction without an allocation of allowances to utilities would maximize rate increases associated with AB32 implementation and provide no assurance that the auction revenues would be used to further reduce GHG emissions or off-set rate increases our customers would otherwise face. In addition, since retail providers have numerous actions that can reduce California's GHG footprint, as pointed out by LADWP and NRDC, the flow of dollars that is not used to off-set otherwise applicable upward pressures on rates attributable to AB32 should be used to fund these activities. Free allocation under the load-based approach does that – it implicitly keeps the funds with the LSE. Under first-seller, this same result can be accomplished via the methods proposed by PG&E and SCE – allocation to retail providers with required auction or non-discriminatory distribution of all allowances to entities at the point of regulation. SDG&E and SoCalGas believe that if the first-seller is implemented properly, it can provide the same allocation as under a load-based approach.

However, parties go beyond this comparison issue to discuss how allocations should be made under either a load-based or a first-seller approach. SDG&E and SoCalGas strongly disagree with proposals that would provide more allocations to those “economically disadvantaged.” For example, SCE states at page 36, “generators whose historical emissions are higher than those of the marginal generating unit in the market will incur costs that they cannot fully pass on. Accordingly, and to the extent these generators suffer economic harm, they too should be eligible for an allocation.”

The objective of AB32 is to reduce GHG emissions. On this basis, it makes absolutely no sense to provide a free allocation of allowances that would essentially allow the highest emitting technology to maintain its status as the highest emitting technology. Emissions for electricity generation should be capped based on the volume of electricity produced, not on the basis of how the electricity is produced in order of achieving the goal of minimizing all emissions associated with the generation of electricity. Providing an allocation that is technology neutral maximizes the benefits (cost savings) of moving from higher emitting technologies to lower emitting technologies.

The same argument holds for parties such as LADWP and SCAPPA who argue the allocation should be based on historical emissions. Their customers have generally been protected from costs associated with programs that have had the effect of reducing emissions for years, and as a result, their rates are well below those of Commission-regulated IOUs even as their emissions are materially higher. This relationship is not coincidental. As the following chart demonstrates, the emission levels of the state’s IOUs are the lowest of any of the state’s utilities, and their rates are the highest. To the

contrary, the emission levels of LADWP, Anaheim, Riverside and IID are among the highest in the state even as their rates are among the lowest. These entities simply cannot credibly argue that subjecting all technologies to the same GHG standard is unfair in any way under these circumstances.



If greenhouse gases are a cost to society, their impact on generators and a retail provider's customers should be the same as any other economic reality. For that reason, SDG&E and SoCalGas support allocations to retail providers based on sales (load). This type allocation has the same economic impact on entities as auctioning GHG allowances;

carbon intensive LSEs have to pay more than low emitting LSEs.^{3/} An allocation based on sales is also simple to implement, especially when community choice aggregation and retail direct access are implemented, allowing customers to switch among retail providers. There would not have to be any complicated tracking of individual customers' assumed initial allocation of GHG responsibility.

III. RESPONSES TO ADDITIONAL QUESTIONS

Federal Power Act

54. To what degree if any, does the following line of cases suggest that a deliverer/first-seller approach is more likely than a load-based approach to be subject to preemption under the Federal Power Act? *Northern Natural Gas Co. v. Kansas*, 372 U.S. 84 (1963); *Transcontinental Gas Pipe Line Corp. v. Mississippi*, 474 U.S. 409 (1986); *Northwest Central Pipeline Corp. v. Kansas*, 489 U.S. 493 (1989). Please consider these cases in light of *Calif. ex rel. Lockyer v. Dynege, Inc.*, 375 F.3d 831, 842 n8 (2004) (finding that the Federal Power Act and the Natural Gas Act are similar statutory schemes and therefore case law for the two Acts is often interchangeable).

The first-seller and load-based approaches suffer from similar legal issues that do not lend themselves well to absolute conclusion regarding preemption under the Federal Power Act. They are both structurally and conceptually subject to preemption to some degree, and the danger of interference with the federal regulatory scheme arise where, as here, regulatory compliance measures are unmistakably and unambiguously directed at purchasers who take electric energy in California after transportation in interstate commerce. They may even be fundamentally unworkable because of a clear federal prohibition on the enforcement of state jurisdiction over interstate transmission of electric energy. These practical and legal problems are examined in this section based on a

^{3/} It may be appropriate to also make some adjustments for retail providers that had access to existing low cost hydroelectric power through geography or regulation as mentioned by SCPPA.

general interchangeability of case precedent between the Federal Power Act and the Natural Gas Act.

Northern Natural Gas Co. v. State Corporation Commission is a landmark case concerning state regulation of the interstate gas industry.^{4/} In that case, the Supreme Court held that, pursuant to the Natural Gas Act (NGA), the Federal Power Commission (“FPC”) has sole jurisdiction over interstate transportation and sales of natural gas.^{5/} As a result of this decision, states may not enforce ratable take orders against interstate pipeline carriers of natural gas or take any other action that could frustrate the goals of the Act.

The decision in *Northern Natural Gas* reaffirmed and enlarged the holding of the Court in *Phillips Petroleum co. v. Wisconsin*, which held that the FPC has complete jurisdiction over intrastate gatherers who sell to interstate carriers.^{6/} Specifically, such sales were found not to fall within the NGA “production” exception. *Northern Natural Gas* seems to establish that State regulation of the purchasing practices of interstate energy markets impermissibly invades FERC's jurisdiction. Whether the case law is fully interchangeable to show federal law preempts the first-seller or load-based approaches is uncertain, but to the extent state regulation would interfere with the interstate wholesale energy market, the state regulatory schemes could be found to be preempted.

Dictum in *Northern Natural Gas*, however, suggests that the states may not be barred entirely from exercising at least some control over interstate purchasers. In particular, the Court left open the possibility that the states might validly impose a ratable production system at the wellhead, presumably subject to the restriction that there be only

^{4/} 372 U.S. 84 (1963).

de minimis interference with the interstate market.^{7/} The Court noted that “[t]he State does not . . . appear to be without alternative means of checking waste and disproportionate or discriminatory taking” and specifically referred to the “availability of regulatory alternatives, *particularly in the form of proration* and similar orders *directed at producers.*”^{8/} When applied to the first-seller approach this language indicates that a scheme to conserve the environment and protect vested property rights, if narrowly tailored, might be considered a valid exercise of state police power.^{9/} The Federal Power Act (16 U.S.C.A. § 791 et seq., “FPA”) grants the Federal Energy Regulatory Commission (“FERC”) exclusive jurisdiction over the wholesale energy market; therefore, any exception based on traditional state police power must be strictly construed.

Several Ninth Circuit decisions arising out of the energy crisis have concluded that broad claims which invade FERC jurisdiction are barred by the FPA, specifically by implied preemption (field and conflict preemption), and by the filed rate doctrine. Field preemption exists when a federal scheme is comprehensive, leaving no room for state regulation; conflict preemption exists when state regulation would conflict with federal regulation; the filed rate doctrine bars claims which assume rates different from a federal tariff. (See *Public Utility v. Dynegy Power Marketing* (9th Cir. 2004) 384 F.3d 756 (*Snohomish*); *Public Util., Grays Harbor, WA v. Idacorp* (9th Cir. 2004) 379 F.3d 641

^{5/} 15 U.S.C. §§ 717-717z (1982).

^{6/} 347 U.S. 672 (1954).

^{7/} 372 U.S. at 94 n.12.

^{8/} *Id.* at 94 n.12 (emphasis added). But see *id.* at 104 (Harlan, J., dissenting) (“[T]he most direct interference with the availability of gas for interstate sale is the ‘allowable’ order.”).

^{9/} The FERC apparently agrees that preemption depends on whether state actions are valid exercises of state police power. But the FERC continues to assert broad jurisdictional powers over the interstate wholesale energy market and cites the authority of the FPA. The FERC in Order 888, 61 Fed Reg 21540 (May 10, 1996), continues to argue that “pervasive and exclusive” federal occupation of the

(*Grays Harbor*); *California ex rel. Lockyer v. Dynege, Inc.* (9th Cir. 2004) 375 F.3d 831 (Dynege)).

However, as the dissent in *Northern Natural gas* pointed out, an underlying inconsistency exists in the reasoning of the majority opinion, which relied on the notion that ratable take orders “bear upon purchasers and not *producers*.”^{10/} Justice Harlan reasoned that even proration orders that purport to regulate only the production of gas at the wellhead interfere with interstate commerce no less substantially than ratable take orders.^{11/} Harlan noted that the assignment of allowables is itself “the most direct interference” with the interstate gas supply and that it may have the same effect on cost as a ratable take order.^{12/} The majority's distinction is “illusory,” he argued, because ratable take orders are based on the state's recognized power to protect correlative rights and prevent drainage from underproduced wells.^{13/}

Because the *Northern Natural Gas* majority chose to frame the issue of the case broadly, no attempt was made to measure the actual extent of interference with the federal goals. Rather, the Court made broad, speculative statements that were unsupported by

area preempts state regulation.

^{10/} 116 372 *U.S. at 100* (Harlan, J., dissenting).

^{11/} That the Kansas [ratable take] orders are directed at purchasers should not be allowed to obscure their true nature. The production of natural gas and its movement into interstate channels constitute one and the same physical operation. [The Kansas ratable take orders] are tantamount to a limitation on the production of that well...

There is thus no warrant for concluding that just because the Kansas orders read “purchaser” rather than “producer” they are an attempt to regulate the interstate sale of natural gas. Their purpose and effect are to limit production... *Id. at 100-01* (footnote omitted).

^{12/} *Id. at 103*.

^{13/} *Id. at 105*.

particularized findings.^{14/} It concluded that federal preemption was complete and that no postproduction regulation by the states was permissible.^{15/} Hence, a the outcome of a case brought in federal court to challenge a first-seller or load-based approach is not absolute and may revive the measure of interference issue under a preemption analysis once again.

IV. CONCLUSION

For the reasons set forth herein, the Commission should carefully consider the threshold issues in accordance with the above and proposed in the Opening Comments of SDG&E and SoCalGas submitted August 6, 2007.

Respectfully submitted this 15th day of August, 2007.

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^{14/} “[A]ny readjustment of purchasing patterns which such orders *might* repair . . . *could* seriously impair” the federal regulation of the industry, *id.* at 92 (emphasis added); “[t]he *prospect* of interference,” *id.* (emphasis added); “though collision between the state and federal regulation *may not be an inevitable consequence*, there lurks such an imminent *possibility*,” *id.* (emphasis added).

^{15/} *Id.* at 91-93.

CERTIFICATE OF SERVICE

I hereby certify that I have this day served a true copy of the foregoing **REPLY
COMMENTS OF SAN DIEGO GAS & ELECTRIC COMPANY (U 902 E) AND
SOUTHERN CALIFORNIA GAS COMPANY (U 904 G) ON ADMINISTRATIVE
LAW JUDGE'S RULING REQUESTING COMMENTS AND LEGAL BRIEFS
ON MARKET ADVISORY COMMITTEE REPORT** on each party named in the
official service list for proceeding R.06-04-009 by electronic service, and by U.S. Mail to
those parties who have not provided an electronic address.

Copies were also sent via Federal Express to the Commissioner Michael R.
Peevey and Administrative Law Judge's Charlotte TerKeurst, Jonathan Lakritz and Meg
Gottstein.

Executed this 15th day of August 2007 at San Diego, California.

/s/ Deanna M. Gutierrez
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CALIFORNIA PUBLIC UTILITIES COMMISSION

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